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Agency Position Management and Manpower  
Utilization, Philosophy, Objectives and Criteria

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On 7 January 1972 the DD/S issued [REDACTED] which directed the Director of Personnel to schedule and conduct position management and manpower utilization surveys of all Agency components every three years. The overall objectives of these surveys are to make necessary adjustments in the position structure and grades and to ensure the most productive utilization possible of the Agency's personnel resources.

Under Agency policy it is the responsibility of the manager to determine manpower requirements and the organization of work activities and positions. An inherent part of these responsibilities is the development of positions in such a manner as to provide the highest possible degree of efficiency and economy. Current restrictions on personnel ceiling, budget limitations, and rising personnel costs make it increasingly important that more attention be given to position planning.

In the future, the establishment or retention of unnecessary positions must be avoided if the Agency is to meet its responsibilities and live within the limitations imposed. Nonetheless, the structuring of organizations and positions must be accomplished in such a manner that production and quality will not be sacrificed for economy. The desired result is an optimum balance between production, quality, and economy. In terms of employee development and needs, organizations and positions should be structured in such a way as to be stimulating, challenging, and monetarily rewarding, and to provide the opportunity for increasing knowledge and skills and advancement to higher graded positions.

Achievement of the desired objectives will require the combined effort of the organization manager and the Salary and Wage Officer. Primary responsibility for organization and position management rests with the manager. Responsibility for determining the classifications of positions and monitoring and advising on organization and position management rests with the Salary and Wage Officer. To ensure equity, uniformity, and consistency in the accomplishment of these responsibilities the following policies and criteria will apply:

A. Position Classification Policy

The Salary and Wage Officer will classify positions in accordance with approved Agency position standards, grade patterns, and benchmark positions. In all cases grade determinations will be based on the following factors as related to the duties of the position:

1. Job requirements (Knowledges, skills, experience, etc., required)

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2. Difficulty of Work (Creative ability and individual judgment required, availability of guidelines, supervision received, etc.)
3. Responsibility (Scope and effect of decisions and recommendations, nature and size of operations, finality of authority, etc.)
4. Personal Relationships (Level of contacts, purposes of contacts, authority to commit immediate office to course of action, etc.)

In no case will grades of positions be based solely on the presence or absence of supervision exercised or size of organization. These are only two of many factors considered in determining the overall weight to be given for the "responsibility" factors. Grades of positions will be based on overall strength in relation to the four major factors outlined above. While volume of work or workload is sometimes a measure of complexity, generally it will only be considered in determining manpower requirements and effectiveness of manpower utilization.

B. Criteria to Consider when Setting up New Positions or Changing Existing Positions

1. The Position is needed.
  - a. It helps accomplish current activity objectives.
  - b. The current and projected workload clearly support setting it up or continuing it.
  - c. It represents the best use of available ceiling or is important enough to support a request for additional ceiling.
2. The position is sound from the standpoint of economy and effectiveness.
  - a. It fits satisfactorily into the present or anticipated workflow.
  - b. The work cannot be absorbed by other positions without serious damage to essential functions, nor can it be performed more economically or effectively by introducing a labor-saving device. Suitable arrangements cannot be made to shift any sporadic or seasonal work to other positions.
  - c. If it is supervisory, the segment supervised cannot be merged with another without seriously interfering with mission accomplishment.

- d. If it is supervisory it reflects a reasonable broad span of control. At least three substantive personnel (performing the "line" work of the segment) are supervised at the first level, and many more when subordinates require little attention; policies and procedures are well established; and the workload is stable. At higher levels a minimum of three segments are supervised.
- e. If it is a deputy (full-time line assistant), it is not being established primarily for continuity. The supervisory workload is too much for one person or the superior is frequently away for extended periods and the deputy must make major decisions in his absence. Such responsibility cannot be assigned on a part-time or rotating basis to other personnel.
- f. If it is a support or service position it does not unduly increase the ratio of such positions to "producer" positions.
- g. If it is concerned with high-level work, it does not remove some of this work from other positions without good reason. (Furnishing backup to a higher-level employee in his absence is not normally such a reason.)

3. The position is sound from a motivational viewpoint.

- a. It is not unduly narrow. It provides reasonable opportunity for job satisfaction in terms of achievement and responsible performance.
- b. If it is an entry or low-level position, it is not "dead-end". It provides reasonable opportunity to progress to higher-level work.
- c. If it is supervisory, it is more that of a true manager (goal-setter, planner, developer of people, etc.) than a "pusher" or "superchecker".

C. Criteria to Consider when Surveying an Entire Organizational Segment

1. All the work performed is essential.

- a. Each major item of work helps accomplish current activity objectives. No unnecessary work being performed.
- b. Any duplication or overlap with other segments is deliberate because of operational needs.

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2. The structure reflects a reasonable balance between economy and effectiveness.

- a. Significant portions of the work cannot be absorbed elsewhere or done more economically without serious damage to essential functions.
- b. Staffing reflects proper program emphasis. Where the segment has been cut back, its ability to perform its work has not been seriously impaired (through a top-heavy structure caused by the abolishment of lower-level positions or other imbalance).
- c. Staffing is based on average rather than peak workload, using work measurement criteria and considering workload trends.
- d. If the mission is expanding, staff (especially supervisory) is not being added too far in advance of the time when the workload becomes actual.
- e. The average grade of the segment reflects the nature of the work done (e.g., the frequency with which senior skills are called for) or, if not, is the result of a purposeful response to operational needs.
- f. There is no unnecessary fragmentation (the splitting of the organization into many small segments) and the span of control is reasonably broad (there is no more supervision than is necessary). Supervisors are responsible for the work of at least three substantive personnel (performing the "line" work of the segment supervised) and many more when subordinates require little attention, policies and procedures are well established, and workload is stable. Supervisors above the first level manage at least three segments.
- g. Deputy positions (full-time line assistants) do not exist primarily for continuity. In each case the supervisory workload is too much for one person or the superior is frequently away for extended periods and the deputy must make major decisions in his absence. Such responsibility cannot be assigned on a part-time basis or rotating basis to other personnel.
- h. Support service segments are not unduly large in relation to "producer" segments. The practicability of a centralized service arrangement or of common-service or cross-service agreements with other activities has been considered.

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1. There is good manpower utilization. To the extent feasible, work assignments fit the special skills, experience, and potential of present employees, and there is sufficient workload to keep employees gainfully occupied during the normal workday.
3. The structure enhances communication, decision-making, and the speed/quality of organizational responsiveness.
  - a. It is reasonably simple, considering the operations involved. Closely related work is associated physically as well as organizationally so that it can be more easily coordinated.
  - b. It is technologically suitable (in relation to workflow, procedures, equipment, facilities, layout, etc.). It is flexible enough to accommodate foreseeable workload fluctuations; it includes plans for shifting employees among jobs in peak or slack periods.
  - c. The division of work--by function, product, purpose, etc.--is the best for the work performed, considering the special advantages the various arrangements offer (for example, easier coordination and better executive development under a product arrangement; more economical use of equipment and greater consistency of technical decisions under a functional arrangement.)
  - d. The organization is not unduly layered (too many levels in the chain of command)--it is "flat" rather than "tall". Review levels are kept to a minimum. Authority for operational decisions is suitably delegated, for example:
    - Speedy, on-the-spot decisions must be made.
    - There is little need for uniformity or for coordination among segments.
    - The types of decisions are less significant.
    - Decisions can be based on rules or policy.
    - The personnel involved can be expected to know the facts or can get them together readily and are believed capable of making sound decisions.
4. The structure is sound from a motivational viewpoint.
  - a. Positions have sufficient job interest and are not unduly narrow. They provide reasonable opportunity for job satisfaction in terms of achievement, growth, decision-making, responsibility, and other aspects of "job enrichment."

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- b. Attention is given to promotion potential in positions. Career ladders (not necessarily confined to the segment or even the activity itself) provide entry to key positions.
- c. Pertinent behavioral research findings have been considered. For example:
  - The advantage of departing from traditional forms of organization in special situations (such as the project manager concept in research and development.)
  - The importance from an organizational "climate" point of view of supervisory positions being more managerial (goal-setting, planning, developing subordinates, etc.) than "pusher" or "super-checker" positions.
- d. Unusual turnover, sick leave, or absenteeism are not primarily due (as determined from general observation or from attitude surveys) to the organization structure or the makeup of individual positions.

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